

CHAPTER 53. SURVEILLANCE OF A MOTION PICTURE/TELEVISION FILMING PRODUCTION EVENT

SECTION 1. BACKGROUND

1. PROGRAM TRACKING AND REPORTING SUBSYSTEMS ACTIVITY CODE: 1684

2. OBJECTIVE. The objective of this task is to determine if the holder of a Certificate of Waiver is in compliance with the terms of the motion picture/television Certificate of Waiver or Authorization. Completion of this task results in the continuation or cancellation of an existing waiver.

3. GENERAL.

A. Surveillance. This chapter provides surveillance procedures for evaluating a filming event conducted under the terms of the motion picture/television Certificate of Waiver or Authorization. These procedures ensure that current programs are thoroughly reviewed and evaluated with an emphasis on safety and intended methods of compliance.

B. Issuance of Authorization of Motion Picture/Television and/or Waiver. Federal Aviation Administration (FAA) Form 7711-2, Application for Certificate of Waiver or Authorization (Figure 52-1), is reviewed and approved or disapproved. FAA Form 7711-1, Certificate of Waiver or Authorization (Figure 52-2), is issued before the filming production event. (Refer to chapter 52, Issue a Certificate of Waiver for Motion Picture and Television Filming.) Unless circumstances warrant or the filming event occurs outside the jurisdiction of the certificate holding Flight Standards District Office (FSDO), the district office manager should assign surveillance to the inspector or designee who approved the authorization of motion picture/television area of operation and/or Certificate of Waiver.

C. Compliance. The waiver holder is responsible for compliance with the terms of the authorization of motion picture/television area of operation and/or Certificate of Waiver and its special provisions, the operations manual, and the Plan of Activities.

D. Plan of Activities.

(1) At least 3 days before the scheduled filming, the operator must submit a written Plan of Activities to the FSDO having jurisdiction over an area of proposed filming. This 3-day notification require-

ment may be waived, at the discretion of the FSDO, for waiver holders who are contacted for filming at short notice. The waiver holders must justify the exception to the 3-day requirement.

(2) The Plan of Activities must include the information outlined in volume 2, chapter 52, section 1, and paragraph 4E.

E. Waiver Holder Responsibilities. The waiver holder's responsibilities include, but are not limited to:

(1) Ensuring the event is run properly, in compliance with all terms and limitations of the waiver and its special provisions, the operations manual, and Plan of Activities;

(2) Being familiar with the waiver and aware of individuals responsible for crowd-control, emergency facilities, transient aircraft lookouts, etc.;

(3) If transient aircraft enter the area, advising pilots to discontinue their activities until the transient aircraft is clear; and

(4) Ceasing operations while spectators are cleared from unauthorized areas.

F. Unauthorized Persons. The public must be protected from unexpected occurrences during filming events. The inspector should keep in mind that filming events may cause passersby to stop to watch the activities. For example, the film participants are performing a mock dogfight over a field bordered by a road. People begin to gather to watch the activities.

(1) In this case, the inspector may have to stop the filming production event until the waiver holder can have the crowd moved to a non-restricted area and thereby regain compliance with the Authorization and/or Certificate of Waiver.

(2) The inspector should, therefore, suggest to the waiver holder that crowd-control procedures of this type be included in the Plan of Activities.

4. INSPECTOR RESPONSIBILITIES.

A. Surveillance Responsibilities. The inspector's responsibility is to provide adequate surveillance of

the filming event and to ensure compliance with the provisions of the authorization and/or waiver, associated special provisions, operations manual, and the Plan of Activities. The inspector is also on hand to provide guidance in the waiver's general and special provisions. The inspector is not responsible for the management, control, or direction of the filming event. The inspector should not interrupt an event except to address safety-related issues requiring immediate attention. Other inspectors may be assigned to assist in the surveillance. However, all coordination and communication with the waiver holder should be through the inspector who is primarily responsible for the surveillance.

B. Inspector Authority. While not limited to the following, the inspector generally has authority to:

- (1) Accept changes to the effective time and date of the Plan of Activities;
- (2) Authorize additional performers to the Certificate of Waiver; and
- (3) Cancel or delay any or all events if deemed necessary in the interest of safety.

5. PRE-EVENT BRIEFING. After reviewing the Plan of Activities, the FSDO manager or designee who has geographic responsibility, may determine that on-site surveillance is required. In this case, the inspector will arrange a pre-event briefing with the waiver holder or a designated representative.

A. Briefing Content. It is imperative that the briefing cover every aspect of the event. If ground-to-air signals are to be used, they must be clearly understood by all participants. The signals used to discontinue a routine or recall participants should be emphasized.

B. Role of the FAA Inspector. The inspector is not responsible for conducting the briefing but must be available at the briefing for any questions concerning the Certificate of Waiver and its provisions. The person designated in the Plan of Activities as responsible for the filming event shall conduct the briefing. However, a designated representative or other person may conduct the filming event. For example, the waiver holder or a designated representative shall handle the first briefing, while the stunt coordinator may handle an event involving an aerial dogfight.

6. AEROBATIC COMPETENCY. If the filming event involves aerobatic flight, then the pilots must have an FAA Form 8710-7, Statement of Acrobatic Competency.

A. Existing 8710-7. If a pilot has an FAA Form 8710-7 for another aviation event (i.e., air shows), then a separate FAA Form 8710-7 is not necessary.

B. Motion Picture 8710-7. If the pilots need to have an FAA Form 8710-7 issued for the filming event, refer to volume 2, chapter 31, Issue/Renew/Rescind a Statement of Acrobatic Competency.

7. OBSERVANCE OF FILMING EVENTS. The FSDO that issues an authorization of motion picture/television area of operation and/or a Certificate of Waiver or accepts a Plan of Activities determines the amount of surveillance required to ensure compliance with the terms of the authorization and/or waiver. FSDO managers or their representatives shall consider the extent of surveillance necessary with respect to the number of aircraft, type of activity, and the potential impact on aviation safety.

A. Surveillance Team. If the FSDO manager determines that the complexity of the event requires on-site surveillance, at least one qualified operations inspector or safety program manager will be assigned to observe the filming event. Airworthiness, avionics, or other operations inspectors may be assigned. The inspector designated as team leader may also be responsible for training other operations inspectors in filming event surveillance.

B. Surveillance Team Responsibilities. The surveillance team is responsible for assuring that the authorization and/or waiver holder complies with the authorization of motion picture/television area of operation and/or Certificate of Waiver and the associated special provisions.

C. Control Point. Experience has proven the value of establishing a control point where the certificate holder, or a designated representative, can control the event. Before the event, a control point site shall be established, and the inspector in charge shall be familiar with the location of the control point. Since the control point is an ideal location for conducting a portion of the surveillance, the inspector shall be allowed full, easy access to and from the control point.

SECTION 2. PROCEDURES

1. PREREQUISITES AND COORDINATION REQUIREMENTS.

A. Prerequisites. This task requires knowledge of regulatory requirements in Title 14 of the Code of Federal Regulations (14 CFR) part 91 and/or part 133 and FAA policies and qualification as an aviation safety inspector (ASI) (operations).

B. Coordination. This task may require coordination with the airworthiness unit, the regional office, Headquarters, AFS-820, and air traffic.

2. REFERENCES, FORMS, AND JOB AIDS.

A. References.

- Title 14 CFR Parts 1, 21, 43, 61, 91, 133
- Related task in chapter 31, Issue/Renew/Rescind a Statement of Acrobatic Competency
- Related task in volume 2, chapter 52, Issue a Certificate of Waiver for Motion Picture and Television Filming
- Order 8700.1, General Aviation Operations Inspector's Handbook
- PTRS Field Office Manual

B. Forms.

- FAA Form 7711-1, Certificate of Waiver or Authorization, including the attached FAA Form 7711-2, Operations Manual, and Special Provisions
- FAA Form 8000-36, Program Tracking and Reporting Subsystem Data Sheet

C. Job Aids.

- Sample letters and figures

3. PROCEDURES.

A. Receipt of a Plan of Activities.

(1) Open PTRS.

(2) Ensure that the Plan of Activities contains the items discussed in volume 2, chapter 52, section 1, and paragraph 4E.

(3) If the Plan of Activities is incomplete:

(a) Prepare a notice of non-acceptance to the waiver holder stating reasons for non-acceptance

(Figure 53-1). Include in the letter a suspense date for submission of a corrected Plan of Activities. U.S. mail, fax, or a means acceptable to the Administrator may deliver this notice.

(b) Retain a copy of the Plan of Activities for future comparison.

(c) Return the Plan of Activities with the letter of non-acceptance to the waiver holder.

(d) Make appropriate PTRS entries.

(4) If the Plan of Activities is complete, continue the task.

B. Review District Office File and Plan of Activities.

(1) Review the documents and Plan of Activities in the operator's district office file or coordinate with the waiver holding district office to determine if the proposed filming production event can be accomplished safely.

(2) If the filming production event cannot be safely accomplished in accordance with the Certificate of Waiver, the motion picture/television Operations Manual, and the Plan of Activities, return the Plan of Activities to the waiver holder with a letter of non-acceptance (Figure 53-1).

(3) If the filming production event can be accomplished safely, submit the Plan of Activities to the FSDO manager for determination if on-site surveillance is required.

C. On-site Surveillance.

(1) If the FSDO manager determines that on-site surveillance is not required:

(a) Retain a copy of the Plan of Activities for the operator's district office file.

(b) Prepare a letter of acceptance of the Plan of Activities (Figure 53-2).

(c) Return the original Plan of Activities with the letter of acceptance to the waiver holder.

(d) Terminate the task by making appropriate PTRS entries.

(2) If on-site surveillance is required:

(a) Retain a copy of the Plan of Activities for the FSDO file.

(b) Prepare a notice/letter of acceptance of the Plan of Activities (Figure 53-2).

(c) Return the original Plan of Activities with the notice/letter of acceptance to the waiver holder.

(d) Make appropriate PTRS entries.

(e) Continue with the task.

D. Pre-Surveillance Activities. Use the filming production event job aid (Figure 53-3) to complete the task.

(1) Become familiar with the authorization of motion picture/television area of operation and/or Certificate of Waiver's special provisions, the Operations Manual, the Plan of Activities, and the regulations that were waived.

(2) Determine the types of equipment (e.g., VHF radio, camera) and reference materials (e.g., FAA Form 7711-1, FAA Form 7711-2, Operations Manual) required to conduct the surveillance.

(3) For FAA teams assigned to surveillance, brief each inspector on his/her duties and responsibilities. Emphasize that all contacts with the authorization/waiver holder, or a designated representative, must be coordinated with the team leader.

E. FAA Introduction. At the site of the filming production event, introduce all members of the FAA team to the authorization/waiver holder, or designated representative, and any other key personnel.

F. Filming Production Event Briefing. Attend and observe (all FAA surveillance personnel) the filming production event briefing.

(1) Ensure that the appropriate participating personnel attend the briefing. These personnel may include:

- (a) All participating pilots.
- (b) Stunt coordinator.
- (c) Security personnel.
- (d) Refueling personnel.
- (e) All other essential personnel.

(2) Ensure that the following information is covered, as appropriate, during the briefing:

(a) Special provisions of the Certificate of Waiver, Operations Manual, and the Plan of Activities;

(b) Aircraft parking and starting;

(c) Taxi procedures;

(d) Radio, communications;

(e) Recall procedures;

(f) Takeoff procedures;

(g) Aviation activities to be conducted during the filming production event including pyrotechnics and special effects;

(h) Approach and landing procedures;

(i) Emergency procedures;

(j) Risks to participating personnel; and

(k) How to control spectators who are not part of the filming production event.

G. Inspect Airman Certificates. Ensure that the participating pilots have in their personal possession.

(1) At least a Commercial Pilot Certificate.

(2) A current medical certificate (except glider and balloon pilots).

(3) A current Statement of Acrobatic Competency (Figure 53-4), or other authorizations, if required

H. Inspect Participating Aircraft. An airworthiness inspector may conduct this inspection. Inspect the following:

(1) The aircraft's general condition.

(2) The aircraft's airworthiness and registration certificates.

(3) The operating limitations associated with Special Airworthiness Certificates.

(4) The Operating Certificate or Letter of Deviation Authority for large aircraft (14 CFR part 125) used in sport parachuting.

(5) The modifications to aircraft that accommodate sport parachutists and documentation of field approval by the FAA, or a Supplemental Type Certificate (STC).

I. Ensure Compliance with Terms of Waiver. Inspect the filming production event site for compliance with the special provisions of the waiver.

(1) Ensure that a control point has been established from which the authorization holder or a designated representative can direct the filming production

event, and be continuously available to FAA and the person designated responsible for the overall safety of the filming production event.

(2) Ensure that the communications capability necessary to control the filming production event is located at the control point.

(3) Ensure that the inspection team members have continuous access to the control point.

(4) Ensure communications capability with participating aircraft, security, and emergency equipment.

(5) If a discrepancy is noted, immediately bring it to the attention of the waiver holder.

J. Observe Filming Production Event. Ensure that all provisions of the authorization and/or waiver, Flight Operations Manual, Plan of Activities, and any additional special provisions are adhered to in all cases.

(1) If a minor problem is noted, discuss the problem with the appropriate individual during the debriefing.

(2) If an incident that is in noncompliance with the terms of the waiver or 14 CFR, advise the waiver holder of the actions necessary to regain compliance.

(3) If a serious safety problem is noted, immediately bring it to the attention of the waiver holder, or designated representative.

(a) Observe actions taken by the waiver holder or the designated representative to correct the safety problem.

(b) If the problem is not or cannot be corrected, cancel or delete any or all events that affect the safety of persons or property on the ground or in the air.

(4) Note any discrepancies and the action taken on the filming production event job aid (Figure 53-3)

and document them later in the comment portion of the PTRS Data Sheet.

K. Debrief.

(1) After conclusion of the filming production event, discuss with the waiver holder, or designated representative, the following items:

(a) Areas of noncompliance.

(b) Safety-related problems.

(c) Aerobatic competency.

(d) Opportunities for improvement.

(2) If no problems were encountered, apprise the waiver holder.

L. Office File. Place a copy of the following documents in the operator's district office file.

- The Plan of Activities
- Record of meetings and telephone conversations
- Letter or notification copy of non-acceptance of Plan of Activities
- Letter of acceptance of a Plan of Activities
- Any job aids (until PTRS entries are complete then discard)

M. Close PTRS.

4. TASK OUTCOMES. The completion of this task results in a record for the FSDO's file on the outcome of the surveillance which could be one or more of the following:

A. Notice or letter of non-acceptance of a Plan of Activities.

B. Notice or letter of acceptance of Plan of Activities.

5. FUTURE ACTIVITIES.

A. Future surveillance of filming production events.

B. Review new or revised Plan of Activities.

C. Possible cancellation of the Certificate of Waiver.

D. Possible enforcement investigation.

FIGURE 53-1
SAMPLE LETTER OF NON-ACCEPTANCE OF THE PLAN OF ACTIVITIES

(Type on FAA letterhead)

[Date]

[Name of Operator]

[Address of Operator]

Dear [Name of Operator]:

This is to inform you that the motion picture/television filming Plan of Activities submitted on [insert date] has been determined to be unacceptable for the following reasons:

[List reasons for non-acceptance]

Please make the corrections noted on the Plan of Activities and resubmit to this office within 15 days of receipt of this letter.

If you have any questions please feel free to contact this office during regular business hours at the telephone number listed above.

Sincerely,

[Name of Principal Operations Inspector]

FIGURE 53-2
SAMPLE LETTER OF ACCEPTANCE OF PLAN OF ACTIVITIES

(Type on FAA letterhead)

[Date]

[Name of Operator]

[Address of Operator]

Dear [Name of Operator]:

This is to inform you that your motion picture/television filming Plan of Activities for [insert date, place] has been received, reviewed, and accepted by this office. Enclosed please find your original Plan of Activities.

If you have any questions please feel free to contact this office during normal working hours at the telephone number listed above.

Sincerely,

[Name of Principal Operations Inspector]

FIGURE 53-3
FILMING PRODUCTION EVENT ON-SITE SURVEILLANCE JOB AID

I. PRE-SURVEILLANCE ACTIVITIES	S	U	N/A
A. Review the following:			
(1) FAA Form 7711-1 and special provisions			
(2) Operations Manual			
(3) Plan of Activities			
(4) Regulations that were waived			
B. Determine equipment needed for surveillance activities			
II. ON-SITE FILMING PRODUCTION EVENT BRIEFING			
A. Did the following personnel attend briefing?			
(1) All participating pilots			
(2) Stunt coordinator			
(3) Security personnel			
(4) Refueling personnel			
(5) Other essential personnel			
B. Did the briefing cover the following items?			
(1) FAA Form 7711-1 and special provisions			
(2) Operations manual			
(3) Plan of Activities			
(4) Aircraft parking and starting			
(5) Taxi procedures			
(6) Radio communications and recall procedures			
(7) Takeoff procedures			
(8) Aviation activities to be conducted			
(9) Approach and landing procedures			
(10) Emergency procedures			
(11) Risks to participating personnel			
(12) Control of non-participating persons			
III. INSPECT AIRMAN CERTIFICATES			
Do all pilots have in their possession--			
A. At least a commercial pilot certificate?			
B. A current medical certificate (except glider and balloon pilots)?			
C. A current Statement of Acrobatic Competency, if required?			
D. Other required endorsements?			
IV. INSPECT ALL PARTICIPATING AIRCRAFT			
A. Inspect the following items for each aircraft to be used in the filming production event			
(1) The aircraft's general condition			
(2) The aircraft's airworthiness and registration certificates			
(3) The operating limitations associated with the Special Airworthiness Certificate			
(4) The operating certificate or letter of deviation authority for large aircraft (14 CFR part 125) used in sport parachuting			

FIGURE 53-3
FILMING PRODUCTION EVENT ON-SITE SURVEILLANCE JOB AID - Continued

Page 2	S	U	N/A
(5) The modifications to the aircraft to accommodate sport parachutists and documentation of field approval by the FAA or a supplemental type certificate (STC) NOTE: If this activity was conducted and completed by an airworthiness inspector and if an unsatisfactory determination was made, list the reasons in the Remarks section of this job aid and in the appropriate section of the PTRS transmittal form.			
V. INSPECT FILMING PRODUCTION EVENT SITE			
A. Does the control point for the filming production event provide:			
(1) Accessibility to the FAA inspector and surveillance team members?			
(2) Communications capability necessary to control the event?			
(3) Communications capability with participating aircraft, security, and emergency equipment?			
VI. OBSERVE FILMING PRODUCTION EVENT			
VII. DEBRIEFING. Discuss the following with the waiver holder:			
A. Positive aspects of the event or things that went well			
B. Areas of noncompliance			
C. Safety-related problems			
D. Aerobatic competency			
E. Opportunities for improvement			
VIII. SURVEILLANCE RESULTS. (If unsatisfactory, explain the reasons in the Remarks section of this job aid and on the PTRS transmittal form.)			
REMARKS			

FIGURE 53-4
FAA FORM 8710-7, STATEMENT OF ACROBATIC COMPETENCY

U.S. DEPARTMENT OF TRANSPORTATION FEDERAL AVIATION ADMINISTRATION	
STATEMENT OF ACROBATIC COMPETENCY	
PILOT J.J. Jones	
TYPE CERTIFICATE/NUMBER COMMERCIAL 1234567	
ISSUANCE DATE 03-30-01	EXPIRATION DATE 03-31-02
GENERAL AVIATION OPERATIONS INSPECTOR <i>(Signature)</i> J.J. SMITH ANE-BED-FSDO	

MANEUVER LIMITATIONS NONE	
ALTITUDE LIMITATIONS LEVEL II	AUTHORIZED AIRCRAFT PITTS SPECIAL
I understand that this statement of competency does not authorize deviation from FAR 91 except as defined by waiver thereto, or to the terms of Special Provisions contained in any waiver to FAR 91.	
PILOT <i>(Signature)</i> 	

FAA FORM 8710-7 (5-78)